

Recap of the Programme on the 7th of August 2002

Mr. Manny de Guzman

Vice President and Chief Executive Officer, Alliance for Emergency Response
and Training,
the Philippines

The following are the proceedings of the morning plenary session:

- In his opening speech, Mr. Nishikawa, on behalf of the Asian Disaster Reduction Center (ADRC), welcomed the participants and thanked the co-organizers of the workshop. He briefly explained the importance of the workshop and the indispensability of sharing experiences and knowledge of disaster cases, as well as the networking of various expertise for effective disaster reduction. He also cited the crucial role of the participants as key players in the region.
- In his opening speech, Dr. Umaly, on behalf of the Association of Southeast Asian Nations (ASEAN) Foundation, thanked ADRC and the Asian Disaster Response Unit of United Nations Office for the Coordination of Humanitarian Affairs Kobe office (ADRU/UN-OCHA Kobe) for initiating the workshop on Total Disaster Risk Management (TDRM), and acknowledged the significant participation of governments in the region. He explained the relevance of the workshop to the mission of the ASEAN Foundation to promote multilateral collaboration and enhance the competencies of the peoples of ASEAN. He enjoined the participants to share what they will acquire from the workshop to their fellow countrymen and to endeavor to build solidarity among the peoples in the region.
- In his opening speech, Mr. Briceno, on behalf of International Strategy for Disaster Reduction (ISDR), thanked the ADRC and ADRU/UN-OCHA Kobe, for convening the workshop on TDRM, which serves also as a forum for ISDR to share views and receive feedback on its work. He

explained the catalyst role of ISDR in mobilizing and expanding awareness on the mission to reduce risk and vulnerabilities. He also conveyed that reducing risk and vulnerabilities require a long-term process and patience towards building a culture of prevention. He expressed optimism in the capacities of the world to move the mission of ISDR forward at a speed greater than that of increasing vulnerabilities.

- In his opening speech, Mr. Shirasaki, on behalf of the Cabinet Office of the Government of Japan, cited the impact of disasters in Asia and the need to reinforce international cooperation in disaster reduction. He commended the collaboration between ADRU/UN-OCHA Kobe and the ADRC and expressed continued support for their activities. He cited TDRM as a substantial and useful concept to strengthen capacity-building in Asia and wished that the workshop would promote further cooperation in disaster reduction in Asia and beyond the region.
- For the keynote, Prof. Kaji of Keio University, elucidated on the concept of risk through graphical relationships between the probability of the disaster event occurrence and (1) the chance of loss, (2) the uncertainty of loss, and (3) the unanticipated loss. He also presented and explained a functional equation of vulnerability. He cited also the need for risk to be defined with a clear dimension of scale.
- Explaining the programme agenda, Ms. Kan of ADRU/UN-OCHA Kobe, gave a brief background and overview of the three-day TDRM workshop.
- Mr. de Guzman presented the TDRM Approach Toward Effective Policy Action in Disaster Reduction and Response. He elaborated on the enormity of the disaster problem and the rationale for TDRM, the process of developing the TDRM concept, the objectives and strategies for implementing TDRM, and the added value of TDRM to the current efforts in disaster reduction and response. During the open forum the concept of disaster risk management as a process in TDRM was further

explained by the resource persons.

The following are the proceedings of the afternoon plenary session:

- Mr. Briceno introduced the mission and essential role of ISDR. He conveyed that disasters remain an obstacle to development and cited the several initiatives of ISDR in reducing vulnerabilities and in pursuit of sustainable development objectives. He elaborated on the main aspects and issues of disaster reduction and the main obstacles to be addressed to integrate risk management into sustainable development policies, programs, and projects at the local level.
- Mr. Tien of the Mekong River Commission, Mr. Nakagawa of the Cabinet Office of the Government of Japan, and Mr. Alejandro of the Philippine Civil Defense, presented the disaster early warning systems in their respective countries and explained the functions and role of their respective organizations. In their presentations, they highlighted the importance of hazard mapping, coordination, communication, forecasting and mitigation strategies, among others.
- Mr. Kojima gave a presentation on the increasing role of media in disaster management. He cited the importance of mass communication in conveying and communicating prompt and accurate disaster information to the public.
- Mr. Ito presented the efforts of the Hyogo Prefecture in promoting and enhancing public awareness on disaster risks through education. He presented the manuals developed by the prefectural board of education and underscored the role of schools and local shelters in disasters. He also conveyed the importance of mental health care.
- Mr. Mike Tarrant presented an overview of the new directions in disaster management and explained current issues, initiatives and impetus for change towards disaster risk management, citing new developments in Australia.

- Mr. Fukasawa of the Disaster Reduction and Human Renovation Institution (DRI), gave a presentation on enhancing the capacity of managing disasters in local government leaders. He explained the human resource development activities underway and the institutional systems for disaster management in Japan. He also introduced the participants to the institution.

- In his Keynote speech, Mr. Kenzo Oshima, Under-Secretary-General for Humanitarian Affairs, conveyed the following key messages:
 - Disasters are becoming an issue of growing concern worldwide and a major obstacle in sustaining socio-economic development. In this regard, he cited the proneness of Asia to disasters and the serious problems obtaining in Africa and Afghanistan
 - The disaster response efforts of national and international communities, however critical and necessary, are alone not sufficient to save lives and reduce human sufferings.
 - To mitigate the impact of disasters and sustain socio-economic investment, governments and international organizations can no longer afford to treat disaster issues as a marginalized issue. He cited in this regard the need to mainstream disaster management in the disaster management process.
 - TDRM addresses the underlying factors leading to disasters and emphasizes multilevel, multidimensional and multidisciplinary coordination and collaboration among stakeholders both in development and disaster management.
 - It is a daunting task to promote TDRM and to integrate disaster risk management into development strategies and undertakings since these require concerted efforts from all stakeholders and changing people's thinking, behavior and even some traditional socio-economic practices.
 - The TDRM Regional Workshop should be considered as part of the on-going global effort in bridging the existing gaps among disaster prevention, mitigation, preparedness, response, recovery, and sustainable development.

Recap of the Programme on the 8th of August 2002

Mr. Michael Tarrant

Assistant Director, Research Management, Emergency Management Australia
(EMA), Australia

Morning Session

Holistic Approach to Disaster Reduction (Japanese Experience)

Mr Satoru Nishikawa developed the fundamental need to take an integrated and holistic approach to the management of disasters. Disaster reduction is a must for sustainable development in Asia. In the presentation he made the very important point that we must have clear and well documented evidence of the economic losses to justify our work. Disasters are the interface between a hazard and a vulnerable community. He outlined the evolution of the Japanese system and how the turning point came with the great disaster caused by 1959 Ise–Wan Typhoon. It became clear to decision makers that there had to be a shift from disaster response to prevention and that there needed to be significant investment in disaster reduction. To effectively achieve this transition there needed to be a shift from individual agencies working on their own to a comprehensive approach that was multisectorial.

TDRM and Sustainable Development

Mr. Kumar Prasad Poudyal made the points that Nepal is a very disaster prone country with some 200 people are killed, 30,000 families affected and 20% of GDP lost on average every year to disasters. Nepal is in the process of developing a series of innovations that are based around the TDRM approach. The Nepalese system needs to be based on appropriate policy framework that supports new concepts and planning tools such as living with nature and community involvement. Community involvement can be enhanced through local ownership and participation. Very limited resources means that cost–effectiveness of any intervention must be very carefully thought through. Training and development are very important need for Nepal to improve the

national disaster management capability.

Hazard Mapping and Vulnerability

Mr. Toshaki Usono and Mr. Awadh Kisor Sah PASCO Corporation.

In their presentation Mr. Usono explained the conceptual framework for the development of hazard maps and how they can be used for disaster prevention. The basis for the framework are the questions **What:** what occurs, what sort of phenomena are we working with. The next question was **Where:** where does the phenomena occur, what is its area of impact. **How:** is the third question how large is the phenomenon, what is the volume of the landslip, and how far will it spread. **When:** describes the likelihood of occurrence or return period. The final question is **Who:** who will suffer, what will be the level of destruction.

Mr. Usono then described and illustrated a number of case studies. He described the two different levels of maps; those for the general public which serve as awareness raising and maps which agencies and departments use for planning disaster management interventions. The issue of controversy around the impact of hazard maps on property prices was discussed. The techniques and the data sources used for creating maps was explained. In conclusion the concept of integrated hazard maps was raised where multiple hazards were overlaid one map allowing a wide range of stakeholders to use the information. The participants raised the issue of scenarios vs what might actually happen. This topic stimulated much discussion.

Afternoon Sessions

Disaster Risk Management Process

Mr. Mike Tarrant, Emergency Management Australia.

Mr. Tarrant outlined the evolution of Disaster Risk Management. He outlined the Australian experience with risk management and how that was developed into disaster risk management and discuss the development of this process in the South Pacific. In the second part of his paper he outlined the main components of the process.

Risk management based the Australian Standard AS/NZS 4360 is now a core part of management both in the private and public sectors. At a recent seminar in early 2002 for Chief Executive Officers a number of the most senior managers in the Australian Public Service described how they were using and integrating risk management into culture and management practices of their organisations. From this widely accepted standard the disaster management sector developed the disaster risk management process. This was very important because it gave a framework and language that facilitated disaster managers working with other sectors and all levels of government.

CHARM or Comprehensive Hazard and Risk Management was given as an example of how Pacific Island nations had picked up the Risk Management Process from the Australia Standard and developed it to meet their needs.

The rest of the session involved going through the steps in the process and illustrating the important issues and themes. The main theme for disaster risk management is the need to ensure that the process involves all relevant stakeholders. This is not only important in getting the problem properly defined it will also be very important in getting buy in and this will make the implementation of solutions much more effective. Other important themes developed where the need to balance resource allocation between risk assessments and the implementation of solutions. There is also need to have a process to direct efforts between preparedness, response and mitigation activities depending on the situation.

Report of the Group Discussions

On Friday, 09 August 2002, group discussions were held with the participants to explore the TDRM approach and discuss what would be needed for its implementation. Facilitated by Manny de Guzman and Mike Tarrant, the group discussions addressed two main issues:

1. Identify possible ways for the implementation of the TDRM approach in disaster prone areas
2. Identify the areas of competence and skills required for piloting TDRM in each participant country.

Group One chose to look at these issues from the perspective of individual countries, while Group Two decided to take a generic perspective.

Group 1

During the group discussion on the first issue, the participants discussed possible ways of implementing the TDRM approach. They presented and explained the existing policies, programmes and activities in their respective countries, which they intend to focus on in line with implementing TDRM (see matrix, column 2). Moreover, they elaborated on how their respective offices or organization could pursue effectively the identified policies, programmes and activities (see column 3)

During the group discussion on the second issue, the participants identified specific competencies, skills and resources required for piloting TDRM in their respective countries. In particular, they identified priority action areas or steps to undertake for piloting TDRM in their respective countries (see column 4) and, afterwards, discussed the specific requirements to accomplish them (see column 5).

The outcome of the discussions is summarized in the matrix attached the last as ANNEX.

Group 2

The discussion on the first issue began with a review of the applicability of the TDRM approach to disaster prone areas: *Is the TDRM approach applicable to your country?* There was unanimous support from all participants for value of the TDRM approach in disaster prone countries.

The participants shared their relevant experiences and identified two questions that needed to be addressed if TDRM were to be implemented successfully.

1. What has to be done to translate the TDRM approach in a concrete way?
2. What can international organizations do to help member countries?

The important fields that need to be addressed are:

- Communication – This is seen as a fundamental problem in all countries. How can the key messages needed for the implementation of the TDRM be circulated and turned into action? One participant described the problems of communicating with very isolated families and groups. Others described the issues of getting messages to flow through government and from government to and from NGO's. Discussion focused on two main areas.
 - ✓ How? It will be necessary to set up a framework that will provide effective structures for communication across and between national, provincial and community levels and with individuals.
 - ✓ Good communication is a two way process. Our goal is to promote action. What are suitable messages to achieve this aim?
- Internalization – This issue is very closely related to communication. If TDRM is to be successfully implemented then we will need to be able to convince people to change behaviors in a way that is self sustaining and does not need continual resourcing.
 - ✓ How do we change behavior in a sustainable way?
 - ✓ How could we most effectively use/maximize the impact of limited resources?
 - ✓ Urbanization rapid growth in urban areas. These areas are

growing very rapidly by people migrating from rural areas. People on the fringes of these cities tend to be very vulnerable

- Integration – TDRM is about tackling disasters in a holistic way; therefore, integration is a fundamental element in successful implementation.
 - ✓ How do we get people to work together on the problem?
 - ✓ Across government (horizontal)
 - ✓ Between levels of government (vertical)

- Mindset – Stereotyping was identified as an implementation problem. How do we change the perception of ordinary people and others sectors that disaster TDRM just response?
 - ✓ Need to change the ‘disaster response’ mindset.
 - ✓ Negative stakeholders
 - ✓ How to accommodate or counteract negative aspirations of actors? For example developers or illegal loggers.

- Mitigation – This is a very important issue for TDRM, if we are to develop a truly holistic approach. There are many good examples of good mitigation techniques but less experience in their integration. Many disaster prone countries are poor so there should be a focus on robust, cheap and flexible solutions that are sustainable. We have good techniques for some hazards.
 - ✓ How do we integrate techniques?
 - ✓ How do we develop intermediate and appropriate technology for disaster mitigation?

- Evaluation – This was identified as a vital part of the implementation process. In pilot programs we will need to record and analyze successes. There must be evidence of good practice and how that changed practice has contributed economic, social and environment goals.
 - ✓ Important role of economic analysis the need top develop appropriate techniques

- ✓ Development of practical and relevant social and environmental criteria and analysis techniques.
- Assistance from other Countries and International Organizations
 - ✓ Provision of disaster-relevant resources, in particular appropriate materials and manuals.
 - ✓ Where necessary the provision of resource persons to help facilitate and act as mentor/adviser until the TDRM process is self sustaining.
 - ✓ Provide or assist in developing assessment and evaluation methodologies.
 - ✓ Impact assessments of (pre-disaster) Awareness Programs.
 - ✓ Post-relief evaluations (lessons learned)
 - ✓ Information dissemination and networking.
 - ✓ Sharing of capacities across countries and organizations.
 - ✓ Linking assistance to good practice. Advocate to funding agencies (such as Asian Development Bank and World Bank) and to donors that financial assistance should be tied to appropriate TDRM processes.

On the issue of Identifying the areas of competence and skills required for piloting TDRM in each participating country, the participants developed a list and organized the skills and knowledge required into three steps for implementing the TDRM approach.

Step 1:

- Identification of “champions” to carry the idea forward/seek political support.
- Assembly of a core group that had the right mix skills and would be self sustaining. The group used an imaginary community with a major flood problem to illustrate the sorts of expertise that would be needed
 - Home Affairs/Local Authorities
 - Agriculture
 - Irrigation
 - Police/Army/Civil Defense

- Hydrologist
 - Health
 - Hydromet Agency
 - Search & Rescue (volunteers & professionals)
 - Provision, as necessary, of subject matter specialists to support the core group
- Expertise in the methodology proposed (to develop a critical mass of individuals within a specific area/at a specific level)

Step 2:

- Identification of “change agents” (politicians, community leaders, experts, etc.) who can influence the “mind set” of other critical players (they may also come from NGOs, government agencies, civil society, people respected and trusted by communities)
- Communication: getting out messages to communities/cultures
- Economic and other evaluations to capture the costs +benefits of TDRM in the pilot area
- Government Machinery: experts/advisors/facilitators

Step 3:

- Legal skills to help with the drafting codes and regulations.
- Management: It is essential for the credibility of TDRM pilot studies that they are well managed and appropriately organized. This would include project management and financial management.
- Testing: If the project develops systems then they need to be exercised and tested with drills.

Conclusion

There was a consensus a high level of agreement amongst the participants on the significance of the TDRM and the competencies and skills needed to apply the TDRM at the national and local levels. The discussions underscored the importance of public information, human resource development, hazard mapping and vulnerability and risk assessments, management information

systems, good communication, coordination, and funds, among others. Moreover, there was also consensus on the need to identify advocates of TDRM at the national and local levels to influence mindsets, forge commitments, and secure political support. However, it was noted that there would be need to be flexibility for different local contexts.